NEW IRS FORM W-4
(WITHHOLDING OF FEDERAL INCOME TAX)

Scheduled for a Hearing

Before the

Subcommittee on Private Retirement Plans
and Oversight of the Internal Revenue Service

of the

Senate Committee on Finance

on February 6, 1987

Prepared by the Staff

of the

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Introduction

The Senate Finance Subcommittee on Private Retirement Plans and Oversight of the Internal Revenue Service has scheduled a public hearing on February 6, 1987, on the new IRS Form W-4 relating to withholding of Federal income tax from employee's wages.

The first part of this document[1] discusses background and present law relating to Form W-4. The second part indicates the recent IRS action with respect to the new Form W-4. The third part summarizes Senate legislative proposals (S. 350, S. 388, and S. 457) relating to estimated tax penalties and underpayments of tax. The appendix shows the old and new versions of Form W-4 (as well as the attached instructions).

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[1] This document may be cited as follows: Joint Committee on Taxation, New IRS Form W-4 (Withholding of Federal Income Tax) (JCX-3-87), February 5, 1987.

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I. Background and Present Law

Present and Prior Law

Present law, which was not amended by the Tax Reform Act of 1986, requires the Treasury to prescribe tables and computational procedures for determining the appropriate amount of Federal income tax to be deducted and withheld by employers from wages paid to their employees (Code sec. 3402(a)). Form W-4 is the form that enables that calculation to be performed.

Form W-4 is completed by the employee, who furnishes it to the employer. The employer uses this form to determine the proper level of income tax withholding. The employer does this by using tables issued by the Treasury that specify the proper amount of income tax withholding, considering the employee's wage level and number of withholding allowances claimed.

The employee completes Form W-4 by determining the proper number of withholding allowances (or exemptions) to which he or she is entitled. Withholding allowances may be claimed for the employee and any dependents (Code sec. 3402(f)) and for itemized deductions and estimated tax credits (Code sec. 3402(m)). Other items prescribed in regulations may also be claimed. The regulations issued prior to the enactment of the Tax Reform Act of 1986 generally permitted most adjustments to income, itemized deductions, tax credits, net losses from businesses and farming, and income averaging, to be considered in computing withholding allowances (see Treas. Reg. sec. 31.3402(m)-1). Under prior law, an employee's Form W-4 generally remained in effect until the employee revoked it and filed a new one.[2]

Tax Reform Act of 1986

General effect of Act on withholding

The 1986 Act affects the wage withholding system in two ways. First, the 1986 Act alters numerous provisions of the

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[2] The employer is required to furnish copies of certain Forms W-4 to the IRS, such as those that claim more than a specified number of allowances or that claim total exemption from withholding (where wages are above $200 per week) (Treas. Reg. sec. 31.3402(f)(2)-1(g)). The IRS examines these forms, and if, after contacting the employee, it determines that a claim of withholding allowances cannot be justified, it notifies the employer to change the employee's withholding.

Code relating to itemized deductions, tax credits, net losses from certain activities, and other items that were permitted to be considered in computing withholding allowances. Accordingly, Forms W-4 that claimed withholding allowances with respect to any of these altered provisions have become inaccurate. For example, a Form W-4 that claimed allowances for income averaging or the two-earner deduction (which were repealed in the 1986 Act) is now inaccurate, in that it claims excessive allowances. Also, a Form W-4 that claimed allowances for IRA contributions may now be inaccurate, depending on the extent to which the taxpayer remains entitled to deduct contributions to an IRA. Similarly, a Form W-4 that claimed allowances for itemized deductions of consumer interest is now inaccurate.

Second, the 1986 Act affects the tables issued by the Treasury that are used by employers to determine the proper amount of withholding. The 1986 Act affects these tables primarily by altering the tax rates and brackets. In addition, the 1986 Act increased the dollar amount of personal exemptions (from $1,080 in 1986 to $1,900 in 1987), which significantly affects the value of withholding allowances.

Requirement to file new Form W-4

Congress determined that, in light of the major modifications that are made in the 1986 Act to the income tax law, the income tax withholding system needed to be modified. Congress believed that these major changes made it necessary for employees to file revised Forms W-4.

Consequently, the 1986 Act expressly requires that employees file a revised Form W-4 before October 1, 1987.[3] They must do so on a Form W-4 that has been revised by the IRS to reflect the changes in the Code may by the 1986 Act.[4] If an employee does not file a revised Form W-4 by October 1, 1987, the employer must withhold income taxes as if the employee claimed one allowance (if the employee checked the "Single" box on the most recent Form W-4 that the employee filed) or two allowances (if the employee checked the "Married" box).

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[3] Sec. 1581(c) of the Tax Reform Act of 1986 (P.L. 99-514).

[4] It is also permissible for employees to fulfill the requirements of this provision by filing on a substitute Form W-4 provided by the employer, so long as that form has been revised to parallel the official form and the substitute form complies with all IRS requirements pertaining to substitute Forms W-4.

The 1986 Act also requires that the IRS and Treasury modify the withholding schedules under section 3402 to better approximate tax liability under the changes in the tax law made by the 1986 Act.[5] Congress expected that this modification would affect at least two major items. First, Form W-4 was to be modified. Second, the withholding tables used by employers to determine the proper amount of income tax withholding were also to be modified.

With respect to modifying Form W-4, Congress expected that the IRS would make every effort to notify taxpayers that Form W-4 has been modified and that taxpayers must file the modified form with their employers before October 1, 1987. In addition, Congress expected that the IRS would issue the revised Form W-4 well before that date, to minimize the inconvenience of filing new forms for both employers and employees.

The legislative history states[6] that the modified form and tables should be designed so that withholding from taxpayer's wages approximates as closely as possible the taxpayer's ultimate tax liability. While recognizing that it is impossible to accomplish this goal with absolute precision in the case of each taxpayer, Congress believed that it is vital to the integrity of the tax system that the amount of tax withheld from wages closely match the taxpayer's ultimate tax liability. While Congress recognized that substantial involuntary overwithholding is undesirable,[7] Congress also recognized that substantial underwithholding would create significant collection and enforcement problems.

The legislative history states that, while Congress believed that the changes in the substantive tax law made by the 1986 Act will permit wage withholding to approximate tax liability more closely for many taxpayers, Congress believed that increased complexity beyond that of the previous Form W-4 and wage withholding tables is not desirable, even if it were designed to permit withholding to approximate tax liability more closely. Consequently, the legislative

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[5] Sec. 1581(a) of the Tax Reform Act of 1986 (P.L. 99-514).

[6] See S. Rep. 99-313, pp. 214-216 (Senate Finance Committee Report); H. Rep. 99-841, Vol. II (September 18, 1986), pp. 819-820 (Conference Report).

[7] A significant portion of overwithholding appears to be attributable to the preference of those individuals either to assure that they will not owe any additional taxes when they file their returns the following year or to establish a pool of savings.

history states, "neither Form W-4 nor the wage withholding tables is to be made more complex when they are revised in accordance with this provision of the [Act]."[8]

II. IRS Action

On November 18, 1986, the Internal Revenue Service released the revised Form W-4. The revised Form W-4, including attached instructions and worksheets, is four pages long. The previous Form W-4 was two pages long. (Both the previous Form W-4 and the newly revised Form W-4 are included in an appendix to this document.)

The most significant difference between the new form and the previous form is that if husband and wife both work (or if one taxpayer holds more than one job), the wages from these multiple jobs must all be aggregated in computing the withholding allowances that may be claimed. This parallels the aggregation that must be done in filing the actual tax return. Computing the number of allowances is done using a 10-step calculation and a one-page table. The new form states that performing this calculation is mandatory. The previous form did not explicitly require that all wages be aggregated (although aggregation is implied by the heading to Table 1 on the previous form). As a result, the previous form may have caused underwithholding for some married couples, thus potentially exposing them to penalties.

Another difference between the new form and the previous form are that the instructions on the new form are generally more extensive. The calculation of allowances for estimated itemized deductions and tax credits is somewhat simpler on the new form than it was on the previous form. The typeface on the new form is significantly larger than the typeface on the previous form.

III. Legislative Proposals

Present Law

Estimated tax rules

If the withholding of income taxes from wages does not cover an individual's total income tax liability, the individual, in general, is required to make quarterly estimated tax payments. An underpayment of an estimated tax installment will, unless certain exceptions are applicable,

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[8] See S. Rep. 99-313, p. 216 (Senate Finance Committee Report).

result in the imposition of an estimated tax penalty, which is equivalent to the statutory rate of interest on the amount of underpayment for the period of underpayment (Code sec. 6654). In order to avoid the penalty, prior law provided that individuals must make quarterly estimated tax payments that equal at least the lesser of 100 percent of last year's tax liability or 80 percent of the current year's tax liability. Amounts withheld from wages are considered to be estimated tax payments.

The 1986 Act increased from 80 percent to 90 percent the proportion of the current year's tax liability that taxpayers must make as estimated tax payments in order to avoid the estimated tax penalty. The alternate test of 100 percent of the preceding year's liability was unchanged by the 1986 Act. This provision became effective with respect to taxable years beginning after December 31, 1986.

Waiver of estimated tax penalties

The 1986 Act waives these estimated tax penalties for tax year 1986 by allowing individual taxpayers until April 15, 1987, to pay their full 1986 income tax liabilities without incurring any estimated tax penalties on account of underpayments of estimated tax to the extent that the underpayments were created or increased by the 1986 Act.

Employer timetable for withholding changes

The Internal Revenue Code provides that, once an employer receives a revised Form W-4 from an employee, the employer must adjust the employee's withholding no later than a specified date.[9] That date is the first status determination date that is at least 30 days from the date on which the employee gives the revised form to the employer. The four status determination dates are January 1, May 1, July 1, and October 1 of each year. Many employers give effect to revised forms well before this statutorily mandated deadline.

Payment of taxes

Individuals must pay their taxes in full by the due date of their returns (generally, April 15 of each year) or they are subject to a penalty.[10] The Code generally does not permit individuals to pay their taxes in installments after the due date of those taxes.

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[9] Code sec. 3402(f)(3)(B).

[10] Code sec. 6651.

S. 350 (Senators Durenberger, Danforth, Wallop, Armstrong, and Boschwitz)

S. 350 would extend the waiver of estimated tax penalties another year. Under the bill, no estimated tax penalties would be imposed on individuals for taxable years 1986 and 1987 to the extent that the underpayment of estimated tax was created or increased by any provision of the 1986 Act. Taxpayers would still be required to pay their 1986 taxes by April 15, 1987, and to pay their 1987 taxes by April 15, 1988, or they would be subject to a penalty for failure to pay tax.[11]

S. 388 (Senator Levin)

Section one of S. 388 would waive individual estimated tax penalties for taxable years beginning in 1987 or 1988 if the penalty is attributable to an underpayment of tax that would not have occurred if the employer had withheld taxes in accordance with a Form W-4 that was properly filed by the employee. The intent of this section is to waive penalties imposed on employees that are caused by the employer's failure to make required withholding adjustments promptly.

Section two of the bill would delay for two years (from taxable years beginning after December 31, 1986, to taxable years beginning after December 31, 1988) the provision of the 1986 Act that increased from 80 to 90 percent the portion of the current year's tax liability that may be paid as estimated tax payments (including withholding) to avoid an estimated tax penalty.

S. 457 (Senator Symms)

Section one of S. 457 would delay for one year the provision of the 1986 Act that increased from 80 to 90 percent the portion of the current year's tax liability that must be paid by individuals as estimated tax payments to avoid an estimated tax penalty. Section one also would extend the waiver of individual estimated tax penalties another year.

Section two of the bill would provide that certain individuals may elect to pay part or all of the income taxes owed for taxable year 1987 in three equal installments. The first installment would be due April 15, 1988; the second installment would be due on June 15, 1988; and the third installment would be due on September 15, 1988. Taxpayers making this election would be required to pay interest. To

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[11] Code sec. 6651.

be eligible to make this election, an individual must have net income from sources other than wages or salary of $1,000 or less, and must certify that a properly filed Form W-4 has been (or will be) filed with the individual's employer no later than May 1, 1988.

APPENDIX: FORM W-4 old form - page 1

Form **W-4** (Rev. January 1985)

Department of the Treasury—Internal Revenue Service

Employee's Withholding Allowance Certificate

OMB No. 1545-0010
Expires: 11-30-87

1 Type or print your full name

2 Your social security number

Home address (number and street or rural route)

City or town, State, and ZIP code

3 Marital Status ☐ Single ☐ Married ☐ Married, but withhold at higher Single rate

Note: If married, but legally separated, or spouse is a nonresident alien, check the Single box.

4 Total number of allowances you are claiming (from line F of the worksheet on page 2)

5 Additional amount, if any, you want deducted from each pay $

6 I claim exemption from withholding because (see instructions and check boxes below that apply):

a ☐ Last year I did not owe any Federal income tax and had a right to a full refund of **ALL** income tax withheld, **AND**

b ☐ This year I do not expect to owe any Federal income tax and expect to have a right to a full refund of **ALL** income tax withheld. If both a and b apply, enter the year effective and "EXEMPT" here ▶ Year

c If you entered "EXEMPT" on line 6b, are you a full-time student? ☐ Yes ☐ No

Under penalties of perjury, I certify that I am entitled to the number of withholding allowances claimed on this certificate, or if claiming exemption from withholding, that I am entitled to claim the exempt status.

Employee's signature ▶ Date ▶ , 19

7 Employer's name and address (**Employer: Complete 7, 8, and 9 only if sending to IRS**)

8 Office code

9 Employer identification number

----------Detach along this line. Give the top part of this form to employer; keep the lower part for your records.----------

Changes You Should Note.—The value of each withholding allowance has increased to $1,040 and the income tax brackets have expanded to reflect indexing. Therefore, income tax withholding has decreased. If you claim withholding allowances for deductions and credits, you should check to be sure that enough tax is being withheld.

Privacy Act and Paperwork Reduction Act Notice.—If you do not give your employer a certificate, you will be treated as a single person with no withholding allowances as required by law. We ask for this information to carry out the Internal Revenue laws of the United States. We may give the information to the Dept. of Justice for civil or criminal litigation and to the States and the District of Columbia for use in administering their tax laws.

Purpose.—The law requires that you complete Form W-4 so that your employer can withhold Federal income tax from your pay. Your Form W-4 remains in effect until you change it or, if you entered "EXEMPT" on line 6b above, until February 15 of next year. By correctly completing this form, you can fit the amount of tax withheld from your wages to your tax liability.

If you got a large refund last year, you may be having too much tax withheld. If so, you may want to increase the number of your allowances on line 4 by claiming any other allowances you are entitled to. The kinds of allowances, and how to figure them, are explained in detail below.

If you owed a large amount of tax last year, you may not be having enough tax withheld. If so, you can claim fewer allowances on line 4, or ask that an additional amount be withheld on line 5, or both.

If the number of withholding allowances you are entitled to claim decreases to less than you are now claiming, you must file a new W-4 with your employer within 10 days.

The instructions below explain how to fill in Form W-4. **Publication 505,** Tax Withholding and Estimated Tax, contains more information on withholding. You can get it from most IRS offices.

For more information about who qualifies as your dependent, what deductions you can take, and what tax credits you qualify for, see the Form 1040 instructions.

You may be fined $500 if you file, with no reasonable basis, a W-4 that results in less tax being withheld than is properly allowable. In addition, criminal penalties apply for willfully supplying false or fraudulent information or failing to supply information requiring an increase in withholding.

Line-By-Line Instructions

Fill in the identifying information in Boxes 1 and 2. If you are married and want tax withheld at the regular rate for married persons, check "Married" in Box 3. If you are married and want tax withheld at the higher Single rate (because both you and your spouse work, for example), check "Married, but withhold at higher Single rate" in Box 3.

Line 4 of Form W-4

Total number of allowances.—Use the worksheet on page 2 to figure your allowances. Add the number of allowances for each category explained below. Enter the total on line 4.

If you are single and hold more than one job, you may not claim the same allowances with more than one employer at the same time. If you are married and both you and your spouse are employed, you may not both claim the same allowances with both of your employers at the same time. To have the highest amount of tax withheld, claim "0" allowances on line 4.

A. Personal allowances.—You can claim the following personal allowances:

1 for yourself, 1 if you are 65 or older, and 1 if you are blind.

If you are married and your spouse either does not work or is not claiming his or her allowances on a separate W-4, you may also claim the following allowances: 1 for your spouse, 1 if your spouse is 65 or older, and 1 if your spouse is blind.

B. Special withholding allowance.—Claim the special withholding allowance if you are single and have one job or you are married, have one job, and your spouse does not work. You may still claim this allowance so long as the total wages earned on other jobs by you or your spouse (or both) is 10% or less of the combined total wages. Use this special withholding allowance only to figure your withholding. Do not claim it when you file your return.

C. Allowances for dependents.—You may claim one allowance for each dependent you will be able to claim on your Federal income tax return.

Note: If you are not claiming any deductions or credits or income averaging, skip D and E, add lines A, B, and C, enter the total on line F and carry the total over to line 4 of Form W-4.

Note: Before you claim allowances under D and E, total your non-wage taxable income (interest, dividends, self-employment income, etc.) and subtract this amount from estimated deductions you would otherwise enter in D1. If your non-wage income is greater than the amount of estimated deductions, you cannot claim any allowances under D. Moreover, you should take one-third of the excess (non-wage income over estimated deductions) and add this to the appropriate "A" value in Table 1 if determining allowances under E.

D. Allowances for estimated deductions.—If you expect to itemize deductions, you may be entitled to additional withholding allowances. You may also use net losses shown on Schedules C, D, E, and F (Form 1040), the last line of Part II of Form 4797, any net operating loss carryover, charitable contributions for nonitemizers, and adjustments to income (such as IRA or Keogh contributions, employee business expenses, alimony payments, etc.). See Schedule A (Form 1040) for deductions you can itemize and see the Adjustments to Income section on page 1 of Form 1040 for a list of adjustments. Do not include reimbursed moving expenses or IRA contributions made by your employer unless income tax has been withheld on them by your employer. If no tax has been withheld on them and you claim additional allowances for them, you will be underwithheld. For details, see Publication 505.

The deduction allowed a married couple when both work is 10% of the lesser of $30,000 or the qualified earned income of the spouse with the lower income.

Once you have determined these deductions, enter the total on line D1 of the worksheet on page 2 and figure the number of withholding allowances for them.

E. Allowances for tax credits.—If you expect to take credits like those shown on the 1984 Form 1040 (child care, residential energy, etc.), use the table on the top of page 2 to figure the number of additional allowances you can claim. You may estimate these credits. Include the earned income credit only if you are not receiving advance payment of it. Also, if you expect to income average, include the amount of the reduction in tax because of averaging and any excess social security tax withheld when using the table.

old form - page 2

Line 5 of Form W-4

Additional amount, if any, you want deducted from each pay.—If you are not having enough tax withheld from your pay, you may ask your employer to withhold more by filling in an additional amount on line 5. Often, married couples, both of whom are working, and persons with two or more jobs need to have additional tax withheld. You may also need to have additional tax withheld because you have income other than wages, such as interest and dividends, capital gains, rents, alimony received, taxable social security benefits, etc. Estimate the amount you will be underwithheld and divide that amount by the number of pay periods in the year. Enter the additional amount you want withheld each pay period on line 5.

Line 6 of Form W-4

Exemption from withholding.—You can claim exemption from withholding only if last year you did not owe any Federal income tax and had a right to a refund of all income tax withheld, **and** this year you do not expect to owe any Federal income tax and expect to have a right to a refund of all income tax withheld. If you qualify, check Boxes 6a and b, write the year exempt status is effective and "EXEMPT" on line 6b, and answer Yes or No to the question on line 6c.

If you want to claim exemption from withholding next year, you must file a new W-4 with your employer on or before February 15 of next year. If you are not having Federal income tax withheld this year, but expect to have a tax liability next year, the law requires you to give your employer a new W-4 by December 1 of this year. If you are covered by social security, your employer must withhold social security tax.

Your employer must send to IRS any W-4 claiming more than 14 withholding allowances or claiming exemption from withholding if the wages are expected to usually exceed $200 a week. The employer is to complete Boxes 7, 8, and 9 only on copies of the W-4 sent to IRS.

Table 1—For Figuring Your Withholding Allowances for Estimated Tax Credits and Income Averaging (Line E)

Estimated Salaries and Wages from All Sources	Single Employees (A)	Single Employees (B)	Head of Household Employees (A)	Head of Household Employees (B)	Married Employees (When Spouse not Employed) (A)	Married Employees (When Spouse not Employed) (B)	Married Employees (When Both Spouses Are Employed) (A)	Married Employees (When Both Spouses Are Employed) (B)
Under $15,000	$ 90	$160	$ 0	$160	$ 50	$130	$ 0	$130
15,000-25,000	120	260	0	260	60	180	310	180
25,001-35,000	160	320	0	320	150	240	770	230
35,001-45,000	240	390	0	390	200	300	1,380	260
45,001-55,000	610	390	0	390	200	350	2,100	320
55,001-65,000	1,260	390	110	390	300	390	2,890	350
Over 65,000	2,250	390	730	390	570	390	3,590	390

Worksheet to Figure Your Withholding Allowances To Be Entered on Line 4 of Form W-4

A Personal allowances . . . . . ▶ A

B Special withholding allowance (not to exceed 1 allowance—see instructions on page 1) . . . . . ▶ B

C Allowances for dependents . . . . . ▶ C

If you are not claiming any deductions or credits or income averaging, skip lines D and E.

D Allowances for estimated deductions:

1 Enter the total amount of your estimated itemized deductions, alimony payments, qualified retirement contributions including IRA and Keogh (H.R. 10) plans, deduction for a married couple when both work, business losses including net operating loss carryovers, moving expenses, employee business expenses, penalty on early withdrawal of savings, and charitable contributions for nonitemizers for the year . . . . . ▶ 1 $

2 If you do not plan to itemize deductions, enter $520 on line D2. If you plan to itemize, find your total estimated salaries and wages amount in the left column of the table below. (Include salaries and wages of both spouses.) Read across to the right and find the amount from the column that applies to you. Enter that amount on line D2. . . . . ▶ 2 $

Estimated salaries and wages from all sources:	Single and Head of Household Employees (only one job)	Married Employees (one spouse working and one job only)	Employees with more than one job or Married Employees with both spouses working [1]
Under $20,000	$2,800	$3,900	35% of estimated salaries and wages
20,000-45,000	2,800	3,900	22% of estimated salaries and wages
45,001-60,000	8% of estimated salaries and wages	3,900	19% of estimated salaries and wages
Over $60,000	10% of estimated salaries and wages	7% of estimated salaries and wages	18% of estimated salaries and wages

3 Subtract line D2 from line D1 (But not less than zero) . . . . . ▶ 3 $

4 Divide the amount on line D3 by $1,040 (increase any fraction to the next whole number). Enter here . . . . . ▶ D

E Allowances for tax credits and income averaging: use Table 1 above for figuring withholding allowances

1 Enter tax credits, excess social security tax withheld, and tax reduction from income averaging $

2 Enter the column **(A)** amount from Table 1 for your salary range and filing status (single, etc.). However, enter 0 if you claim 1 or more allowances on line D4 . . . . . $

3 Subtract line 2 from line 1 (If zero or less, do not complete lines 4 and 5) . . . . . $

4 Find the column (B) amount from Table 1 for your salary range and filing status . . . . . $

5 Divide line 3 by line 4. Increase any fraction to the next whole number. This is the maximum number of withholding allowances for tax credits and income averaging. Enter here . . . . . ▶ E

Example: A taxpayer who expects to file a Federal income tax return as a single person estimates annual wages of $12,000 and tax credits of $650. The $12,000 falls in the wage bracket of under $15,000. The value in column (A) is $90. Subtracting this from the estimated credits of $650 leaves $560. The value in column (B) is $160. Dividing $560 by $160 gives 3.5. Since any fraction is increased to the next whole number, show 4 on line E.

F Total (add lines A through E). Enter total here and on line 4 of Form W-4 . . . . . ▶ F

[1] If you earn 10% or less of your total wages from other jobs or one spouse earns 10% or less of the couple's combined total wages, you can use the "Single and Head of Household Employees (only one job)" or "Married Employees (one spouse working and one job only)" table, whichever is appropriate.

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new Form - page 1

1987

Department of the Treasury
Internal Revenue Service

Instructions for Form W-4

Employee's Withholding Allowance Certificate

Why Must I Complete a New Form W-4?

The Tax Reform Act of 1986 made many changes to the tax law that could affect your taxes for 1987. Therefore, the amount of tax that is now withheld from your pay may no longer be correct. So that your employer will not withhold too much or too little tax from your pay, give your employer a new Form W-4.

When Must I File the Form?

Give your employer a new Form W-4 **as soon as possible**. While the law requires you to file a new form before October 1, 1987, you are urged to file early to avoid incorrect withholding.

What Happens If I Do Not Complete the Form?

The amount of tax withheld from your pay may not be close to the amount of tax you will owe when you file your tax return. If you do not give your employer a new Form W-4, your employer will have to ignore any previous form you have filed, and the amount withheld will probably not be correct for your tax situation.

How Do I Complete the Form?

The following instructions tell you how to complete the Form W-4 on this page. Use the worksheet on page 3 to figure the number of withholding allowances you can claim on Form W-4.

Please Note: Most employees will have to complete ONLY lines A through E of the worksheet. But if you have a spouse who is also employed, or you have more than one job at the same time, or you have nonwage income, complete the rest of the worksheet. You should also complete the worksheet if you have itemized deductions, tax credits, adjustments to income, or the age or blindness deduction.

Should I Claim the Special Withholding Allowance?

Claim this allowance if you have only one job at a time and you don't have a working spouse. Take this allowance so that you won't have too much tax withheld from your pay. See line B of the worksheet on page 3.

Step-by-Step Instructions

Step 1—How To Complete Form W-4.—First, fill in the information asked for on lines 1 through 3 of the form. Then, if you think you might be exempt from withholding, read the instructions for Step 2 below. Otherwise, skip to Step 3 on page 2. If you want to have more money withheld from your pay, see Step 4 on page 2.

After your new Form W-4 takes effect, you should check to see if you are having the proper amount withheld. To do this, you may want to get **Publication 919**, Is My Withholding Correct? For more details on withholding, get **Publication 505**, Tax Withholding and Estimated Tax, and **Publication 553**, Highlights of 1986 Tax Law Changes. You can get these publications by calling 1-800-424-FORM (3676).

Note: ***If Your Allowances Change.***—*If the number of withholding allowances you are entitled to claim decreases to fewer than the number you claim on this Form W-4, you must file a new W-4 within 10 days.*

Step 2—Are You Exempt From Withholding?—You are exempt from withholding ONLY if:

1. Last year you did not have any Federal income tax liability; AND
2. This year you expect to have no Federal income tax liability.

Important Change in the Law.—If you can be claimed as a dependent on another person's tax return (for example, on your parent's return), you may not be exempt. You **cannot** claim exempt status if you have any nonwage income, such as interest on savings, and expect your wages plus this nonwage income to add up to more than $500.

If you are exempt, go to line 6 of Form W-4 and complete the appropriate boxes. Your exempt status will remain in effect until February 15 of the next year. If you still qualify for exempt status next year, complete and file a new form by that date.

(Continued on page 2)

Cut along this line and give this form to your employer. Keep the rest for your records.

Form **W-4**
Department of the Treasury
Internal Revenue Service

Employee's Withholding Allowance Certificate

▶ **For Privacy Act and Paperwork Reduction Act Notice, see Instructions.**

OMB No. 1545-0010
1987

1 Type or print your full name

2 Your social security number

Home address (number and street or rural route)

City or town, state, and ZIP code

3 Marital Status ☐ Single ☐ Married ☐ Married, but withhold at higher Single rate

Note: *If married, but legally separated, or spouse is a nonresident alien, check the Single box.*

4 Total number of allowances you are claiming (from the Worksheet on page 3)

5 Additional amount, if any, you want deducted from each pay (see Step 4 on page 2) $

6 I claim exemption from withholding because (see Step 2 above and check boxes below that apply):

a ☐ Last year I did not owe any Federal income tax and had a right to a full refund of **ALL** income tax withheld, **AND**

b ☐ This year I do not expect to owe any Federal income tax and expect to have a right to a full refund of **ALL** income tax withheld. If both a and b apply, enter the year effective and "EXEMPT" here ▶ Year 19

c If you entered "EXEMPT" on line 6b, are you a full-time student? Yes No

Under penalties of perjury, I certify that I am entitled to the number of withholding allowances claimed on this certificate or, if claiming exemption from withholding, that I am entitled to claim the exempt status.

Employee's signature ▶ Date ▶

7 Employer's name and address (**Employer: Complete 7, 8, and 9 only if sending to IRS**)

8 Office code

9 Employer identification number

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Step 3—Complete the Worksheet on Page 3.— By using this worksheet, the amount of tax withheld from your pay should closely match your tax liability for the year.

Please claim all the withholding allowances to which you are entitled. In certain cases, your employer must send copies of the Form W-4 to IRS. You may then be asked to verify your allowances. This applies if you claim more than 10 withholding allowances, or you claim exemption from withholding under Step 2 and your wages are expected to usually exceed $200 a week.

Penalty.—You may be fined $500 if, with no reasonable basis, you file a Form W-4 that results in less tax being withheld than is properly allowable. In addition, criminal penalties apply for willfully supplying false or fraudulent information or failing to supply information requiring an increase in withholding.

Line B—Special Withholding Allowance.— The Special Withholding Allowance is very important. Claim it if you qualify for it, because if you **do not**, too much tax may be withheld from your pay.

Claim this allowance if:

- You are single and have only one job at a time; OR
- You are married, have only one job at a time, and your spouse does not work; OR
- You have two jobs at a time and only one job paid more than $2,500; OR
- You are married, both you and your spouse work, and only one job paid more than $2,500.

Line E—Should I Stop Here?—You may stop here and enter the total from line E on Form W-4, line 4, **only** if you do not need to increase or decrease your allowances as explained between lines E and F of the worksheet.

Line F—Adjustments to Income.—Enter the total of the following:

- Qualified reimbursed employee business expenses (unreimbursed expenses are allowed only as an itemized deduction)
- Qualified alimony payments made
- Deductible business and investment losses
- Penalty on early withdrawal of savings
- Qualified contributions to an IRA account or Keogh plan. If either you or your spouse, if applicable, have an IRA and are covered by an employer's pension plan, your 1987 IRA deduction may be reduced or eliminated if your adjusted gross income is at least $40,000 ($25,000 if single, or $0 if married filing separately). Get **Publication 590**, Individual Retirement Arrangements (IRAs), for details.

Line G—Itemized Deductions.—Enter the total of the following:

- Medical expenses in excess of 7.5% of your AGI*
- State and local taxes (exclude sales taxes)
- Home mortgage interest and 65% of personal interest
- Qualified investment interest
- Charitable contributions
- Certain casualty and theft losses in excess of 10% of AGI*
- Moving expenses (if reimbursed, include only if your employer withheld tax on them)
- Miscellaneous deductions (most of these are now deductible only in excess of 2% of AGI*; see Publication 553)

* In general, your AGI (adjusted gross income) is your income less any adjustments to income included on line F of the worksheet.

Line J—Additional Standard Deduction for Age or Blindness.—If you do **not** expect to itemize deductions on your 1987 tax return **and** either you or your spouse is age 65 or over or blind, use the following table.

	If 65 or over or blind, enter on line J:	If 65 or over and blind, enter on line J:
Single	$1,210	$1,960
Head of Household	$2,610	$3,360
Married-Joint	$1,840 **	$2,440 **
Married-Separate	$1,220	$1,820
Qualifying Widow(er)	$1,840	$2,440

**If your spouse is 65 or over or blind, add $600 to this amount. Add $1,200 if spouse is both 65 or over and blind.

Line K—Tax Credits.— Enter the amount of any tax credits you expect to claim, such as the credit for child and dependent care expenses, the earned income credit (EIC), and other credits shown on the 1986 Form 1040. The amount of the EIC has increased for 1987. Get Publication 553 for details. Do not include the EIC if you are receiving advance payment of it.

Line O.— Round the result to the nearest whole number. Drop amounts under .50. Increase amounts from .50 to .99 to the next whole number. For example, 3.25 becomes 3, and 4.61 becomes 5.

Lines Q through T—Working Spouse? More Than One Job? Nonwage Income?— So that you will have enough tax withheld, you MUST complete any lines that apply to you.

Line U—Total Withholding Allowances.— If the number on line T is larger than the number on line P, you will probably owe more tax when you file your return and may have to pay a penalty unless you take further steps to have more tax withheld from your pay. You may use the instructions for Step 4 to estimate how much additional tax you should request your employer to withhold each pay period. As an alternative, you may use the 1987 **Form 1040-ES**, Estimated Tax for Individuals, to make this computation.

Step 4—Additional Amount You Want Deducted From Each Pay.—In some instances, you will be underwithheld, even if you do not claim any withholding allowances on Form W-4. This could occur if you have a working spouse, more than one job at a time, or nonwage income, AND the number on line T of the worksheet is larger than the number on line P.

To correct this problem, you may have more tax withheld by filling in a dollar amount on line 5 of Form W-4. A method of figuring this amount follows:

1. Enter the number from line T of the worksheet . _____
2. Enter the number from line P of the worksheet . _____
3. Subtract line 2 from line 1 . _____
4. Enter the amount from the table below that applies to you . $ _____
5. Multiply line 3 by line 4 . $ _____
6. Divide line 5 by the number of pay periods each year. Enter the result here and on Form W-4, line 5 . $ _____

Married Workers' Combined Annual Income	Line 4 Amount
Under $4,860	$209
$4,860 - $29,860	$285
$29,861 - $46,860	$532
$46,861 - $91,860	$665
$91,861 and over	$732

Unmarried Worker's Annual Income	Line 4 Amount
Under $2,440	$209
$2,440 - $17,440	$285
$17,441 - $27,640	$532
$27,641 - $54,640	$665
$54,641 and over	$732

Privacy Act and Paperwork Reduction Act Notice.—We ask for this information to carry out the Internal Revenue laws of the United States. We may give the information to the Department of Justice for civil or criminal litigation and to cities, states, and the District of Columbia for use in administering their tax laws. You are required to give this information to your employer.

Worksheet To Figure Your Withholding Allowances

Note: *If you have a working spouse or more than one job at a time, use only one worksheet to figure your total allowances, combining all income, deductions, and credits on the one worksheet.*

A Enter "1" **for yourself** unless you can be claimed as a dependent on another person's tax return . . . . . A _____

B **Special Allowance.**—Enter "1" if: • you are single and you have only one job; or • you are married, you have only one job, and your spouse does not work; or • wages earned by you on a second job or earned by your spouse (or both) are $2,500 or less. . . . . B _____

C Enter "1" for your **spouse** unless your spouse can be claimed as a dependent on another person's tax return . . . . . C _____

D Enter number of **dependents** other than your spouse that you expect to claim on your tax return . . . . . D _____

E Add lines A through D and enter the total* —Read the following instructions to see if you should stop here . . . . . ▶ E _____

You **MUST** complete lines Q through T if you have total income of $950 or more from the following sources:
• A Working Spouse • More Than One Job • Nonwage Income

You **SHOULD** complete lines F through P if you expect to have:
• Itemized Deductions • Tax Credits • Adjustments to Income • Age or Blindness Deduction

Otherwise, **STOP** here and enter the number from line E on Form W-4, line 4.

F Enter your estimated **adjustments to income** . . . . . F $ _____

G Enter your estimated **itemized deductions** . . . . . G $ _____

H Enter: $3,760 if married filing jointly or qualifying widow(er); $2,540 if single or head of household; $1,880 if married filing separately . . . . . H $ _____

I Subtract the amount on line H from line G. Enter the result, but not less than zero . . . . . I $ _____

J **Age 65 or Over? Blind?** If you do not plan to itemize deductions, enter your additional standard deduction from instructions for line J on page 2 . . . . . J $ _____

K Enter your estimated **tax credits,** such as child and dependent care credit or earned income credit . . . . . K $ _____

L If line K is zero, skip to line N. Otherwise, enter the number from the table below . . . . . L _____

Married Filing Jointly or Qualifying Widow(er)			Single or Married Filing Separately			Head of Household		
If your combined estimated wages are—		Enter on line L	If your estimated wages are—		Enter on line L	If your estimated wages are—		Enter on line L
At least	But less than		At least	But less than		At least	But less than	
$0	$12,500	9	$0	$6,200	9	$0	$8,800	9
$12,500	$37,500	6.5	$6,200	$21,000	6.5	$8,800	$29,000	7
$37,500	$55,000	3.5	$21,000	$31,500	3.5	$29,000	$44,000	4
$55,000	$110,000	3	$31,500	$70,000	3	$44,000	$100,000	3
$110,000 or over		2.5	$70,000 or over		2.5	$100,000 or over		2.5

M Multiply the amount on line K by the number on line L and enter the total amount here . . . . . M $ _____

N Add lines F, I, J, and M. Enter the total amount here . . . . . N $ _____

O Divide the amount on line N by $1,900. Round to the nearest whole number (see instructions on page 2) . . . . . ▶ O _____

P Add lines E and O and enter the total number here . . . . . ▶ P _____

Q **Nonwage Income?**—Enter the estimated amount, if any, of all your nonwage income . . . . . Q $ _____

R **Working Spouse? More Than One Job?**—Too little tax may be withheld if either of these situations applies. See page 4 for line R instructions and tables to figure the amount to enter on this line . . . . . R $ _____

S Add amounts on lines Q and R and enter the total amount here . . . . . S $ _____

T Divide the amount on line S by $1,900. Round to the nearest whole number (see instructions for line O) . . . . . ▶ T _____

U **Total Withholding Allowances.**—Subtract the number on line T from the number on line P. Enter the result here and on Form W-4, line 4.* If the result is zero or less, enter zero and see instructions for line U on page 2 . . . . . ▶ U

** If you have more than one job or if your spouse works, you may claim all of your allowances on one job or you may claim some on each job, but you may **NOT** claim the same allowances more than once. Your withholding will usually be more accurate if you claim all allowances on the Form W-4 for the job with the largest wages and claim zero on all other Forms W-4.*

1. Enter wages from the HIGHEST paying job (of either spouse, if married) $ _____
2. $1,900
3. Enter the number from line P of Worksheet on page 3 x _____
4. Multiply line 2 by line 3. Enter the result here $ _____
5. Subtract line 4 from line 1. If zero or less, enter zero $ _____
6. Enter wages from the NEXT HIGHEST paying job $ _____
7. If married filing jointly, use Table A. Otherwise, use Table B
8. Read ACROSS the table and find the column for the line 5 amount
9. Read DOWN the left column and find the row for the line 6 amount
10. Enter on line R of the Worksheet the amount in the table where the column and row meet

Table A—For Married Couples Filing Joint Returns

Amount From Line 6 Above		Amount From Line 5 Above																				
At Least-	But Less Than-	Under $4,000	$4,000 And Under $18,000	$18,000 And Under $20,000	$20,000 And Under $22,000	$22,000 And Under $24,000	$24,000 And Under $26,000	$26,000 And Under $28,000	$28,000 And Under $30,000	$30,000 And Under $32,000	$32,000 And Under $34,000	$34,000 And Under $36,000	$36,000 And Under $38,000	$38,000 And Under $40,000	$40,000 And Under $42,000	$42,000 And Under $44,000	$44,000 And Under $46,000	$46,000 And Under $48,000	$48,000 And Under $50,000	$50,000 And Under $55,000	$55,000 And Under $60,000	$60,000 And Under $70,000	$70,000 Or Over
$0	$2,000	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
$2,000	$4,000	0	300	300	300	300	300	300	500	700	700	700	700	700	700	700	700	700	700	700	700	700
$4,000	$6,000	0	800	800	800	800	1,000	1,800	1,800	1,800	1,800	1,800	1,800	1,800	1,800	2,100	2,100	2,100	2,100	2,100	2,100	2,100
$6,000	$8,000	0	800	800	800	800	1,000	2,700	2,800	2,800	2,800	2,800	2,800	2,800	2,800	3,100	3,200	3,200	3,200	3,200	3,200	3,200
$8,000	$10,000	0	800	800	800	1,000	2,700	3,700	3,700	3,700	3,700	3,700	3,700	3,700	4,000	4,400	4,400	4,400	4,400	4,400	4,400	4,400
$10,000	$12,000	0	800	800	1,000	2,700	4,400	4,600	4,600	4,600	4,600	4,600	4,600	4,900	5,400	5,500	5,500	5,500	5,500	5,500	5,500	5,500
$12,000	$14,000	0	800	1,000	2,700	4,400	5,600	5,600	5,600	5,600	5,600	5,600	5,900	6,400	6,700	6,700	6,700	6,700	6,700	6,700	6,700	6,700
$14,000	$16,000	0	800	2,700	4,400	6,200	6,500	6,500	6,500	6,500	6,500	6,800	7,300	7,800	7,800	7,800	7,800	7,800	7,800	7,800	7,800	7,900
$16,000	$18,000	0	800	4,400	6,200	7,400	7,400	7,400	7,400	7,700	8,200	8,700	9,000	9,000	9,000	9,000	9,000	9,000	9,000	9,000	9,000	9,300
$18,000	$20,000	0	800	6,200	7,900	8,300	8,300	8,300	8,300	8,700	9,200	9,700	10,100	10,100	10,100	10,100	10,100	10,100	10,100	10,100	10,100	10,600
$20,000	$22,000	0	1,000	7,900	9,300	9,300	9,300	9,300	9,600	10,100	10,600	11,100	11,200	11,200	11,200	11,200	11,200	11,200	11,200	11,200	11,200	12,000
$22,000	$24,000	0	2,700	9,600	10,200	10,200	10,200	10,500	11,000	11,500	12,000	12,400	12,400	12,400	12,400	12,400	12,400	12,400	12,400	12,400	12,400	13,200
$24,000	$26,000	0	4,400	11,100	11,100	11,100	11,400	11,900	12,400	12,900	13,400	13,500	13,500	13,500	13,500	13,500	13,500	13,500	13,500	13,500	13,500	14,400
$26,000	$28,000	0	6,200	12,100	12,100	12,400	12,900	13,400	13,900	14,400	14,700	14,700	14,700	14,700	14,700	14,700	14,700	14,700	14,700	14,700	14,700	15,600
$28,000	$30,000	0	7,900	13,000	13,300	13,800	14,300	14,800	15,300	15,800	15,800	15,800	15,800	15,800	15,800	15,800	15,800	15,800	15,800	15,800	15,800	16,800
$30,000	$32,000	0	8,600	13,700	14,200	14,700	15,200	15,700	16,200	16,500	16,500	16,500	16,500	16,500	16,500	16,500	16,500	16,500	16,500	16,500	16,800	17,700
$32,000	$34,000	0	8,600	14,200	14,700	15,200	15,700	16,200	16,700	16,900	16,900	16,900	16,900	16,900	16,900	16,900	16,900	16,900	16,900	16,900	17,400	18,200
$34,000	$36,000	0	8,600	14,700	15,200	15,700	16,200	16,700	17,200	17,300	17,300	17,300	17,300	17,300	17,300	17,300	17,300	17,300	17,300	17,300	18,000	18,800
$36,000	$38,000	0	8,600	15,200	15,700	16,200	16,700	17,200	17,700	17,700	17,700	17,700	17,700	17,700	17,700	17,700	17,700	17,700	17,700	17,800	18,600	19,300
$38,000	$40,000	0	9,200	15,700	16,200	16,700	17,200	17,700	18,100	18,100	18,100	18,100	18,100	18,100	18,100	18,100	18,100	18,100	18,100	18,400	19,200	19,900
$40,000	$42,000	0	10,200	16,200	16,700	17,200	17,700	18,200	18,500	18,500	18,500	18,500	18,500	18,500	18,500	18,500	18,500	18,500	18,500	19,000	19,800	20,400
$42,000	$44,000	0	11,100	16,700	17,200	17,700	18,200	18,700	18,900	18,900	18,900	18,900	18,900	18,900	18,900	18,900	18,900	18,900	19,100	19,600	20,400	20,900
$44,000	$46,000	0	12,000	17,200	17,700	18,200	18,700	19,200	19,300	19,300	19,300	19,300	19,300	19,300	19,300	19,300	19,300	19,400	19,700	20,200	21,000	21,500
$46,000	$48,000	0	12,900	17,700	18,200	18,700	19,200	19,700	19,700	19,700	19,700	19,700	19,700	19,700	19,700	19,700	19,700	19,900	20,300	20,800	21,500	22,000
$48,000	$50,000	0	12,900	17,700	18,200	18,700	19,200	19,700	19,700	19,700	19,700	19,700	19,700	19,700	19,700	19,700	19,900	20,100	20,500	21,000	21,700	22,200
$50,000	$55,000	0	12,900	17,700	18,200	18,700	19,200	19,700	19,700	19,700	19,700	19,700	19,700	19,700	19,700	19,900	20,100	20,300	20,500	20,800	21,300	22,100	22,500
$55,000	$60,000	0	12,900	17,700	18,200	18,700	19,200	19,700	19,700	19,700	19,700	19,700	19,800	20,000	20,200	20,400	20,600	20,800	21,000	21,300	21,800	22,600	23,000
$60,000	$70,000	0	12,900	17,700	18,200	18,700	19,200	19,700	19,700	19,900	20,100	20,300	20,500	20,700	20,900	21,100	21,300	21,500	21,700	22,100	22,600	23,300	23,600
$70,000		0	12,900	18,300	19,100	19,800	20,600	21,000	21,200	21,400	21,600	21,800	22,000	22,200	22,400	22,600	22,800	23,000	23,200	23,600	24,100	24,800	25,000

Table B—For All Others

Amount From Line 6 Above		Amount From Line 5 Above										
At Least-	But Less Than-	Under $10,000	$10,000 And Under $12,000	$12,000 And Under $14,000	$14,000 And Under $16,000	$16,000 And Under $18,000	$18,000 And Under $20,000	$20,000 And Under $22,000	$22,000 And Under $24,000	$24,000 And Under $30,000	$30,000 And Under $40,000	$40,000 And Under $50,000	$50,000 Or Over
$0	$4,000	0	0	0	0	0	0	0	0	0	0	0	0
$4,000	$6,000	0	0	0	0	1,000	1,000	1,000	1,000	1,400	1,400	1,400	1,600
$6,000	$8,000	0	0	0	1,500	1,900	1,900	1,900	2,100	2,600	2,600	2,600	2,800
$8,000	$10,000	0	0	1,500	2,900	2,900	2,900	3,000	3,500	3,700	3,700	3,700	4,000
$10,000	$12,000	0	1,500	3,300	3,800	3,800	3,900	4,400	4,900	4,900	4,900	4,900	5,300
$12,000	$14,000	0	3,300	4,700	4,700	4,900	5,400	5,900	6,000	6,000	6,000	6,200	6,500
$14,000	$16,000	0	5,000	5,700	5,800	6,300	6,800	7,200	7,200	7,200	7,200	7,500	7,700
$16,000	$18,000	1,500	6,600	6,700	7,200	7,700	8,200	8,300	8,300	8,300	8,300	8,800	8,900
$18,000	$20,000	1,900	6,900	7,400	7,900	8,400	8,900	8,900	8,900	8,900	8,900	9,600	9,800
$20,000		2,100	8,400	8,900	9,400	9,900	10,100	10,100	10,100	10,100	10,400	11,200	11,300

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